Treasure Island and Yerba Buena Island

San Francisco Planning Department
March 1998

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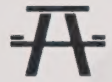
Goals

The goal of the Area Plan is to present a vision for reuse and development of Treasure Island and Yerba Buena Island, and to provide a framework of objectives and policies to:



Facilitate the transition from a restricted use area to an area with a greater public orientation, with a focus on maritime and public oriented uses.

Guide land use and development controls when the Islands come under the jurisdiction of San Francisco.

Identify key public improvements needed to support reuse and economic and job development and describe a phasing and implementation plan.

Facilitate access to and from the Islands, while minimizing traffic congestion.

Respect and celebrate the Islands' historic role and natural environment.

Create a mix of uses that generate sufficient revenue streams to support public services on the Islands.

Overall Plan Objectives

Maximize a range of public benefits drawing from the Islands' assets while working within the major constraints of the site.

Emphasize maritime and public-oriented uses, and take advantage of the Island's setting and unique character.

Encourage uses that are mutually supportive and promote economic self-sufficiency and sustainability.

Emphasize the use of transit, especially ferry service, as the principal means of access to the Islands.

Reduce the risk of bodily harm and loss of structures and infrastructure in case of disaster.

Undertake improvements that serve multiple purposes.

Support the recreation/entertainment/cultural and tourist industries on the Islands, including TV and film production.

Components of Treasure Island
Yerba Buena Island Area Plan

Land use

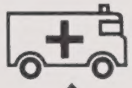
Transportation

Economic Development

Urban Design

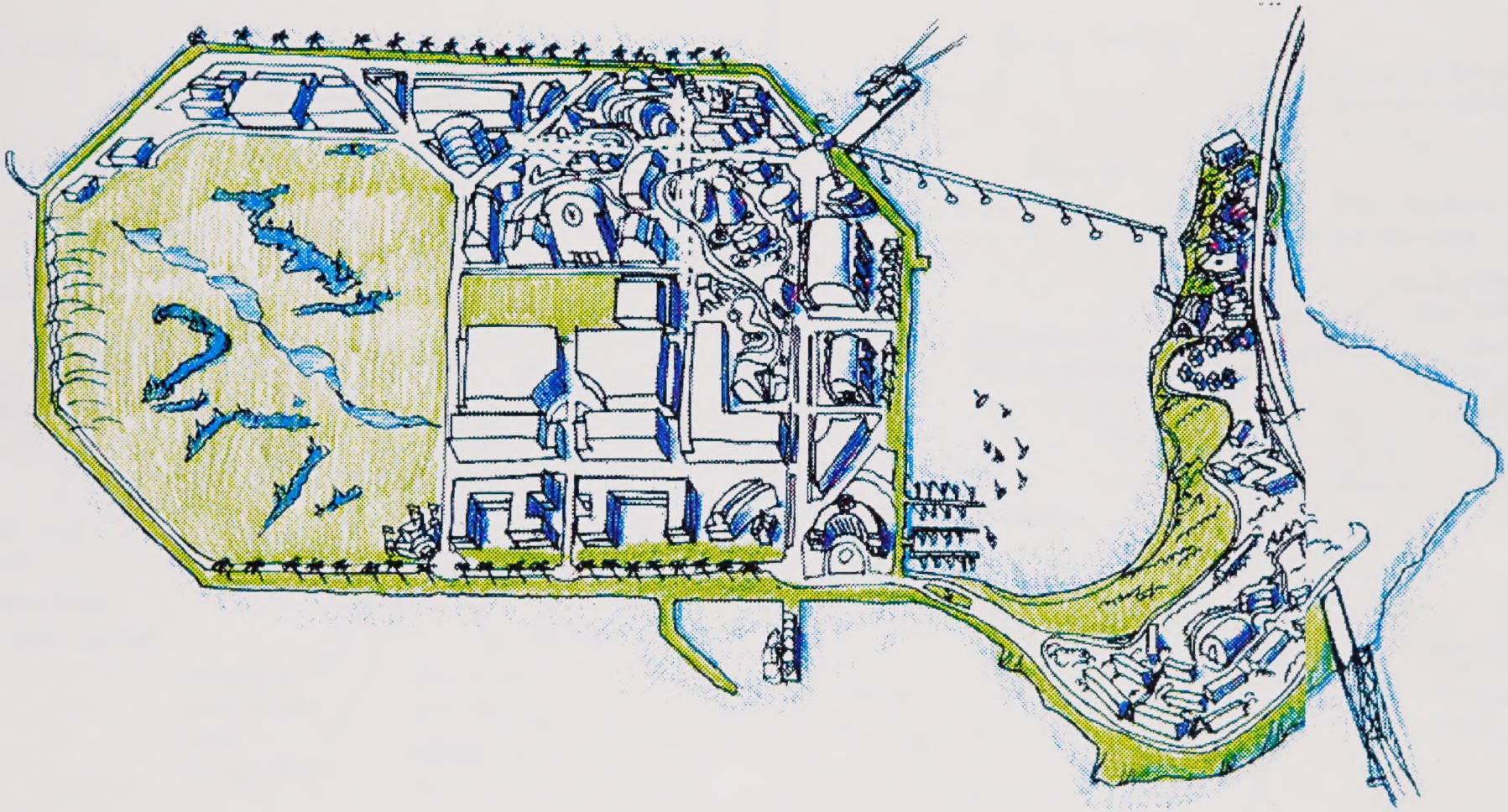
Conservation and Environmental Protection

Recreation and Open Space

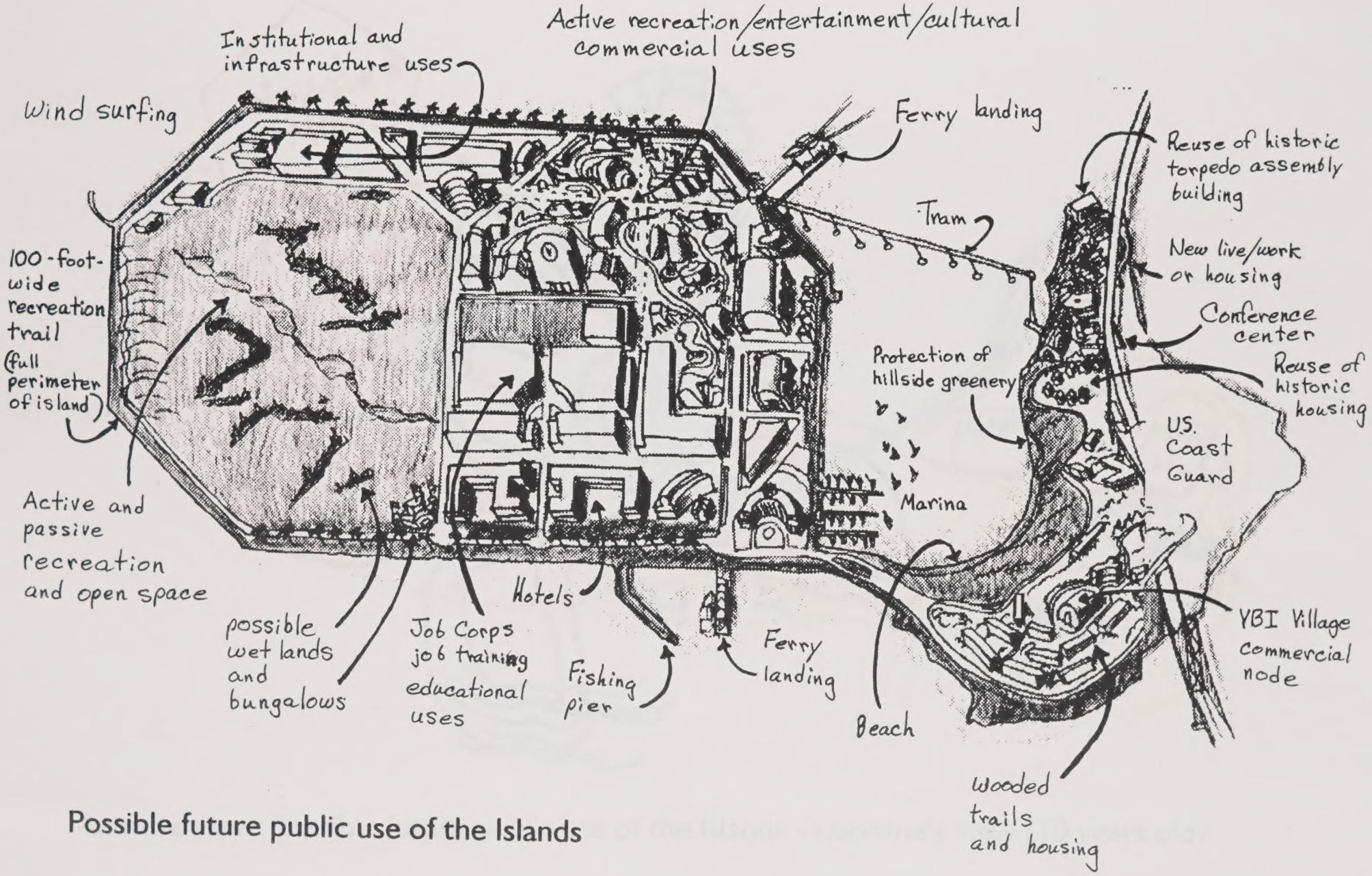

Community Safety and Facilities

Housing

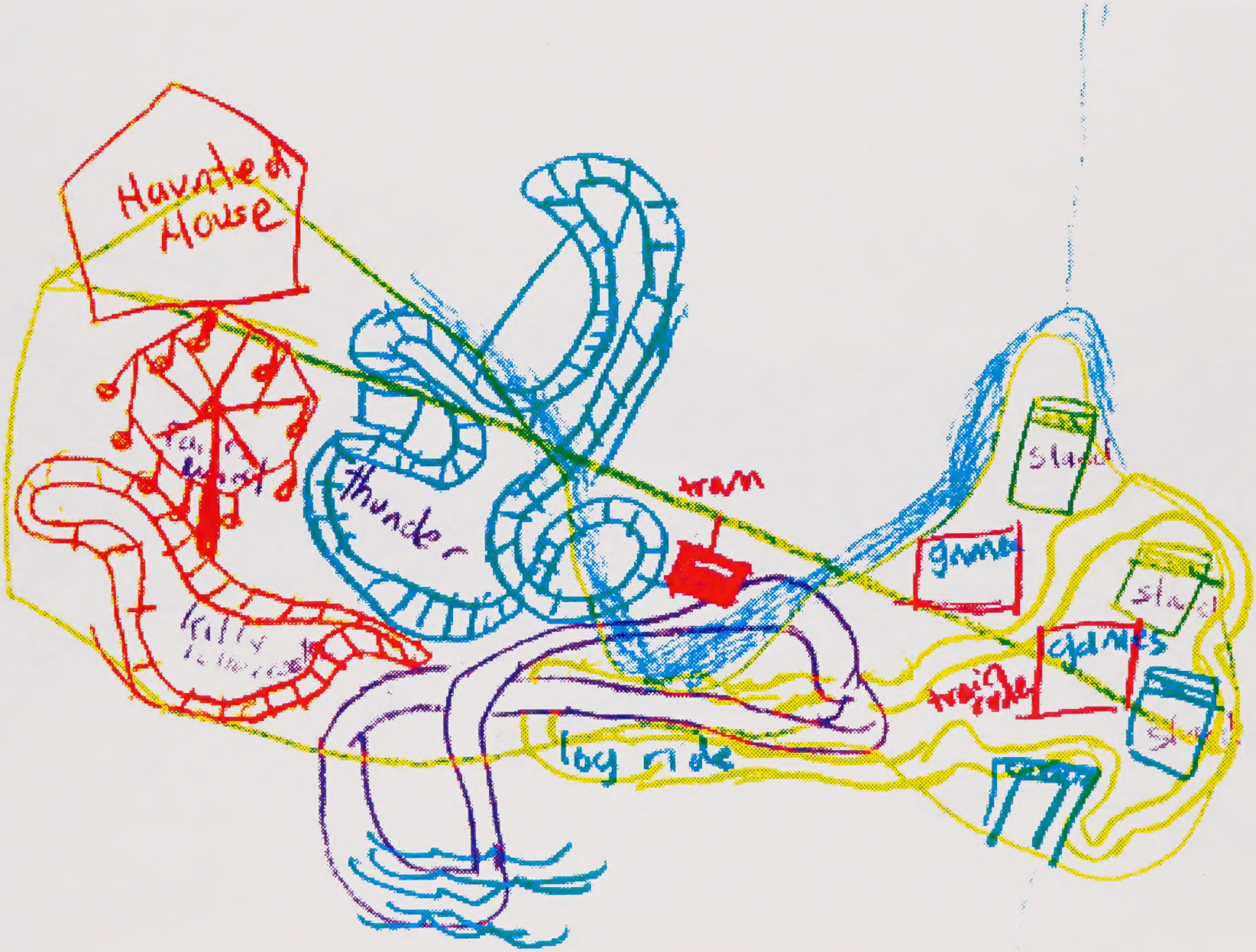
Preservation



Possible future public use of the Islands



Possible future public use of the Islands



Another view: Possible future public use of the Islands - Lorraine's view (10 years old)

Treasure Island active recreation/entertainment/cultural area

Clipper Cove

Treasure Island eco-tourism: bungalows along the edge of wet-lands

Treasure Island central view corridor

Yerba Buena Island in-fill housing

PLANNING DEPARTMENT

City and County of San Francisco 1660 Mission Street San Francisco, CA 94103-2414

(415) 558-6378 PLANNING COMMISSION FAX: 558-6409 ADMINISTRATION FAX: 558-6426 CURRENT PLANNING/ZONING FAX: 558-6409 LONG RANGE PLANNING FAX: 558-6426

Public Notice

March 6, 1998

The Planning Department will host a public planning session to review possible development schemes for Treasure Island and Yerba Buena Island. The development schemes follow the planning goals and framework of the Draft Reuse Plan and the Tidelands Trust requirements.

The planning session will be held on Treasure Island in the Nimitz Conference Center on Saturday, April 4, 1998 from 10 AM to 2 PM.

We ask all participants to join us for a bus tour of the Islands beginning at 10 AM which will begin at the Nimitz Conference Center. After the tour we will gather in the Conference Center to review potential development schemes and hear your comments and ideas. Attached are details of the schemes and the planning session.

If you plan to attend, please call Mary Woods of our staff at (415) 558-6315 to confirm your attendance so that we may order the appropriate number of buses, tables & chairs, hand outs and snacks. Thank you and we look forward to seeing you on April 4th!

For further information, please call Mary Woods at the above number.

PLEASE RSVP BY MARCH 31, 1998. CALL MARY WOODS @ 415/558-6315. THANK YOU.

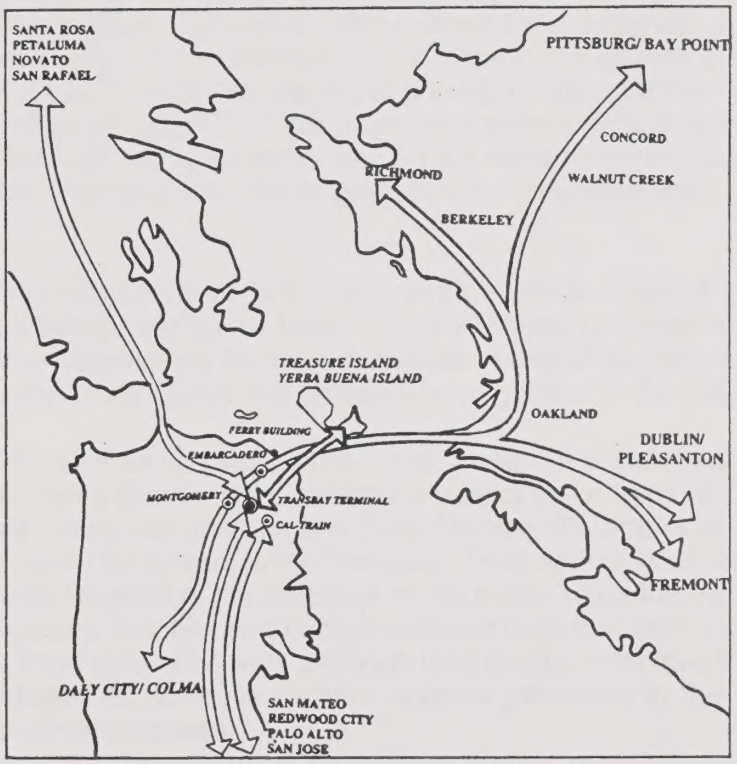
How to get to Treasure Island

By Public Transit: San Francisco MUNI bus route number 108 provides weekday bus service from the second level of the Transbay Terminal Building at First and Mission Streets. However, MUNI will provide a **special service** for our Saturday April 4th planning session. The # 108 bus will leave the Transbay Terminal on Saturday, April 4, 1998 at 9:30 AM and will leave Treasure Island to return at 2 PM **(please call 558-6313 on April 3rd or 4th to confirm)**.

Samtrans, AC Transit and Golden Gate Transit buses arrive at the Transbay Terminal. The Terminal is within a short walking distance from either the Montgomery or Embarcadero BART station and the Ferry Building. Caltrain riders can transfer to the MUNI bus # 42 which stops near the Terminal at Mission and Fremont Streets.

By Car: From San Francisco, take Highway 101 North to Interstate 80 East toward Oakland. On the Bay Bridge, stay in the left lane and take the Treasure Island exit; follow this road (Treasure Island Road) to the end of the causeway and stop at the gate and show your day pass. The guard will direct you to the Conference Center and to a parking area.

From the East Bay, take Interstate 80 West toward San Francisco. On the Bay Bridge, take the Treasure Island/Yerba Buena Island exit from the left land just before entering the tunnel. The exit is less than 2 miles from the toll plaza. Follow Treasure Island Road to the end of the causeway and stop at the gate and show your day pass. The guard will direct you to the Conference Center and to a parking area.



Day Pass
for Saturday, April 4, 1998
Treasure Island Reuse Planning Session
Nimitz Conference Center

Please Attend a Public Planning Presentation

Treasure Island Reuse Planning Study--Informational presentation on the "direction we are going" in selecting future development scenarios for Treasure Island and Yerba Buena Island.

You are invited to a public planning session at Treasure Island on Saturday, April 4, 1998 from 10 AM to 2 PM to review and comment on possible development scenarios for the reuse of Treasure Island and Yerba Buena Island.

Background

Naval Station Treasure Island, consisting of Treasure Island and portions of Yerba Buena Island was selected for closure and disposition by the Base Realignment and Closure Commission in 1993 and was subsequently approved by Congress and the President. In 1994 a Citizens Reuse Committee (CRC) was formed to review reuse planning efforts by the Planning Department, Redevelopment Agency and other public and non-profit agencies and to make recommendations to the Planning Commission and Board of Supervisors.

In July 1996 the Planning Commission and Board of Supervisors adopted a CRC endorsed Draft Reuse Plan for the Islands. The Reuse Plan marked the culmination of an extensive two year public planning process. The reuse was to take place in five phases over a 30 year period. The Reuse Plan describes (1) land use, density and design parameters for future use of the Islands; (2) local initiatives for provision of housing and job training services to the City's homeless and economically-disadvantaged population; and (3) the costs of required capital improvements for the Islands' reuse, including shoreline stabilization, ferry improvements, utilities, and public services.

The Reuse Plan serves as the basis for the environmental analysis of civilian reuse of the Islands. It also is being used by the Navy to help plan toxic remediation programs for the base and will be used in negotiations for the conveyance of title of the base to the City, less 35 acres to be granted to the Coast Guard and 36 acres to be granted to the Job Corps.

At the time the Reuse Plan was adopted in 1996, it was not certain that Treasure Island, as land fill over shoals of Yerba Buena Island, would be subject to the State of California Tidelands Trust. The State Lands Commission and State Attorney General have since determined that Treasure Island would be subject to the Tidelands Trust and its' land use restrictions. The use of this land must be devoted to the purposes of the public Trust; that is, for maritime-related commerce, navigation, fisheries and publicly-oriented uses that attract people to the waterfront. Property held in Trust cannot be sold, although land and facilities may be leased for limited periods, not to exceed 66 years. In addition, revenue generated by the Trust lands and facilities must be used for Trust purposes.

In 1997 the State Legislature passed Senate Bill 699, the Treasure Island Conversion Act, which authorized the creation of a Treasure Island Development Authority (TIDA) to act as a vehicle to implement the reuse of the Islands.

The Planning Department's current planning process seeks to transform the broad policies of the Reuse Plan into specific details for the development of the Islands, using the financial and administrative tools of the TIDA and following the land uses permitted by the Trust. The Reuse

Plan serves as the framework for this detailing process, with the exception that the uses in the Reuse Plan that do not conform to the Trust will be shown as phasing out over the 30 year build out period, rather than as permanent uses. The uses in the Reuse Plan that do not conform to the Trust land uses include the housing, the brig, the fire training center, and the film production facilities on Treasure Island. Uses permitted by the Trust include pedestrian ways, landscaped areas, public buildings, parks, museums, convention centers, playgrounds, public recreation facilities, marinas, restaurants, golf courses, commercial recreation facilities, entertainment facilities, hotels, utilities and other services necessary or convenient for the promotion and accommodation of the purposes of the public trust.

Over the next few months, the Planning Department will prepare a draft Area Plan, underlying zoning controls, a Redevelopment Plan, and a Design for Development document which will be proposed for adoption by the Planning Commission, TIDA and the Board of Supervisors after certification of the Final Environmental Impact Report/Statement (EIR/S).

The informational presentation of April 4th will describe the direction the planners are going in proposing specific activities, public spaces, public facilities, and buildings proposed for the Islands. Attached are some summaries of the goals of the Area Plan and illustrations of potential conceptual development scenarios for the Islands. Copies of the Draft Reuse Plan are available for pick up at the Planning Department, 1660 Mission Street, 5th Floor Receptionist at a cost of $5.00. For further information, please contact Paul Rosetter at 558-6326.

Summary of the Proposed Land Use Plan for Treasure Island (TI) and Yerb Buena Island (YBI)

The proposed land use plan focuses on recreation, open space, entertainment, cultural and hospitality uses. The Islands would be linked to the City and Region by ferry service, expanding upon the "recreational" use of ferries at Alcatraz and Angel Island. The goal of the proposed uses are to fulfill the public and maritime uses required of the Trust while generating sufficient revenues to support the costs of seismic, utility and infrastructure improvements and public services on the Islands.

Key aspects of the proposed land use plan for the Islands include:

- Broadly defined publicly-oriented uses including a perimeter bay trail; a wooded trail on YBI, various open spaces; various active and passive recreation facilities; a recreation, entertainment and cultural-oriented commercial center; water recreation facilities such as a marina, fishing pier; wind surfing facilities; a wetlands and related eco-tourism/educational facilities; hotels; active and spectator recreational fields; a conference center; in-fill housing on YBI and neighborhood-serving commercial uses; job training programs; and transitional housing and services for the homeless and formerly homeless.

- Development by the U.S. Department of Labor of a 36-acre federal Job Corps center on TI, which will provide resident employment training to up to 850 young adults, consistent with Resolution #515-94 adopted by the Board of Supervisors in 1994.

- Preservation of historic structures, most prominently the Administration Building on TI, and the Nimitz housing cluster ("the Great Whites") and the Torpedo Factory on YBI.

- Construction of a new ferry terminal facing San Francisco, to supplement likely initial ferry usage of the existing Pier on the eastern side of the Island.

Phased Development

The Reuse Plan anticipates full development over a 35 year period to take place in five phases. In the first phase of the project, expected revenue-producing uses include continued leasing of the hangars for film production; the development and leasing of recreational playing fields; operation and possibly expansion of the marina; and the leasing of existing small structures for restaurant and retail use. Public activities will include expansion of the federal Job Corps center; conversion of the Navy brig by the Sheriff to jail for women; conversion of some of the TI housing for non-profit organizations serving the homeless and conversion of other housing for market-rate tenancies; possible leasing of the Fire Training School by the City's Fire Department; continued operation of the Treasure Island Elementary School by the San Francisco Unified School District; leasing and operation of the Treasure Island Museum in the Administration Building by the San Francisco Airport Commission; and leasing of other facilities for other educational, public service or low density commercial or industrial uses. The last phase in the long-term use would be completion of the esplanade and other open space facilities.

Capital Improvements and Financial Feasibility

Substantial public improvements will be needed over time to promote and accommodate the redevelopment of the Islands. Much of the work is related to the unique need for shoreline seismic upgrading, utility and ferry improvements, and demolition of existing military buildings. The costs of these public improvements are estimated at over $263 million for the entire project. However, the project is planned for development in phases so that public investment in infrastructure improvements can be made over a long period of time or on an as-needed basis.

The contemplated improvements, in current dollars, are estimated as follows:

Improvements	*Cost, in millions*
Building demolition	$ 35.4
Shoreline seismic stabilization	72.3*
Ferry improvements	20.6
Roadway improvements	33.0
Utility upgrades & replacement	91.2
Public facilities	10.9
Total	$263.4

*Please note that stabilization of the northern half of TI could cost about $80 million

Based on the 1996 Reuse Plan projected development program, net project-based revenues, derived from sale of some land on YBI, long-term building leases, property tax increment, sales tax, hotel tax, and user fees for destination entertainment/recreation/cultural facilities, are estimated at $225.6 million over the life of the project. A "gap" of approximately $38 million is therefore anticipated between improvement costs and expected project-based revenues.

The City will need to work closely with federal, state and regional agencies to access funding to start the seismic improvements to the causeway and shoreline perimeter, to build a ferry landing, to improve the freeway ramps, and to help defray other costs of improvements needed to

facilitate public uses and private investments in public uses. The Coast Guard will benefit from some of the infrastructure upgrading, and may agree to contribute to certain improvements. Special funding will likely be needed to cover the extraordinary costs of the project, including utilities, building demolition and shoreline stabilization.

Public Services

The Treasure Island Development Authority (TIDA) and the City must take responsibility for providing public services on the Islands. The cost of protective services is particularly high because of the island's isolation from the rest of the City. Although publicly-oriented commercial development will generate sales and hotel taxes over time, the cost of services is expected to significantly outpace revenues. During the first few years, the annual projections are as follows, assuming full protective jurisdiction by the City:

Fire	$ 1,400,000
Police	1,560,000
Emergency Medical Service	60,000
Road & Landscape Maintenance	100,000
Total public service costs	$ 3,120,000
Projected tax revenues	$ 184,000
Cost net of projected revenues	$ 2,936,000

Treasure Island Homeless Services Legally Binding Agreement

Under the federal Base Closure Community Redevelopment and Homeless Assistance Act of 1994, the City must prepare a proposed Legally Binding Agreement for homeless assistance at Treasure Island as part of its Draft Reuse Plan process. The Agreement must be reviewed and accepted by HUD and the Department of Defense.

In 1996 the City negotiated an Agreement with TIHDI, (Treasure Island Homeless Development Initiative), a 14-organization consortium. The Agreement has several components: (1) provision of housing on Treasure and Yerba Buena Islands; (2) economic development set asides; (3) homeless and economically disadvantaged employment requirements; and (4) funding requirements. The proposed Agreement is briefly described below.

Housing

- Total of 375 units:
- Treasure Island: -285 units with City buy out option (see below)
- Yerba Buena: - 90 units (All units except Nimitz House group);
  - -14 units--Buy outs does not apply
  - -35 units--with buy out option
  - -41 units--To be held vacant for five years and offered to gauge market interest; if still available, to be used by TIHDI; in any event, TIHDI to get buy out benefit if sold for development.
- Buy out Terms: If the City wants to lease TI sites or sell YBI sites for market-rate

development, TIHDI is to get $50,000 per unit displaced, plus return of unamortized capital investment and costs, to be used for replacement housing; to be funded through sale of property.

- City will acquire the above property, probably through a Homeless Assistance Conveyance, and lease it to TIHDI for homeless use. TIHDI must demonstrate adequate funding for operations.

- If there is future new market-rate housing development on Treasure Island, TIHDI will receive one acre for affordable housing for every 1,000 market-rate units. The construction of any new housing on Treasure Island requires swapping the site out of the Tidelands Trust.

Economic Development

- The City will sole source contract with a TIHDI organization to provide janitorial and maintenance services on Treasure Island, pursuant to "caretaker agreements" with the Navy. Rubicon Partners, a TIHDI organization, currently provides these services for the Navy.

- TIHDI will receive three initial "economic development opportunities" to operate businesses. Likely opportunities include a restaurant, a conference facility, and a convenience store. TIHDI will receive additional "opportunities" as the Island is developed.

- For above TIHDI economic development activities, at least 75% of non-managerial employees will be homeless or economically disadvantaged (someone earning 25% or less of median income).

- TIHDI will also receive leases for 12,000 sq. ft. of office space, and the child care center, at no rent other than operating costs.

Employment Policy

- Island-wide goals for new permanent (non-construction) jobs:
  - 50% San Francisco residents; including
  - 25% homeless or economically disadvantaged SF residents (someone currently earning 25% or less of median, equivalent to approximately $11,000 per year, or over $5.00/hour for a full-time worker)

- Within overall Island-wide goals, the City will enter into specific goals with developers and employers, customized to the characteristics of the business operation. These agreements may also give an employer a number of years to increase its homeless and economically disadvantaged hiring level. The Human Rights Commission will monitor developers' "good faith" efforts to reach goals, with significant enforcement power.

- TIHDI will establish a job broker system to provide employers with screened, income-eligible applicants for job openings. Final firing decisions will be made solely by the employers.

- For construction jobs, except where otherwise required by union agreements, first consideration must be offered to homeless or economically disadvantaged SF residents,

and second consideration to SF residents with incomes no higher than 50% of median.

Financial Support

- The City will provide reasonable administrative funding to TIHDI, subject to annual City budget appropriations.

- If a Treasure Island Redevelopment Plan is adopted, the City agrees that the 20% affordable housing tax increment set-aside will be used to support homeless housing within the project area.

List of TIHDI Member Organizations

1) Coalition on Homelessness
2) Community Housing Partnership
3) Economic Opportunity Council of SF
4) Goodwill Industries
5) GP/TODCO
6) Haight Ashbury Free Clinics
7) HomeBase
8) Mercy Charities Housing California
9) Rubicon Programs
10) San Francisco Community Recylers
11) S.F. Council on Homelessness
12) South of Market Foundation
13) Swords to Plowshares
14) Toolworks

California Tidelands Trust

Naval Station Treasure Island ("NSTI") consists of a portion of Yerba Buena Island and all of Treasure Island and the connecting causeway and associated submerged lands ("Treasure Island"). Yerba Buena Island is a natural island. Treasure Island occupies tide and submerged lands and was created in the mid-1930's through landfill activities on the shoals off Yerba Buena Island.

Under the California constitution, tide and submerged lands, including land created through landfill that has never been in private ownership, is held in the Tidelands Trust ("Trust") for the people of California. The staff of the State Lands Commission has determined that, regardless the United States' condemnation of the property in 1943, Treasure Island remains in the Trust and that Trust restrictions will apply upon any conveyance of the affected property by the United States.

The state trustee, which holds title to property in the Trust for the benefit of the people of California, is the State Lands Commission. Under the Treasure Island Conversion Act of 1977 (AB 699) the trustee for Treasure Island is the Treasure Island Development Authority (TIDA).

The Trust imposes three principal restrictions:

- Land uses are restricted generally to maritime-related uses, publicly-oriented uses that attract people to the waterfront, including but not limited to pedestrian ways, landscaped areas, public buildings, parks, museums, convention centers, playgrounds, public recreation facilities, marinas, restaurants, golf courses, commercial recreation facilities, entertainment facilities, hotels, utilities and other services necessary or convenient for the promotion and accommodation of the purposes of the Trust. Residential and general office, industrial, and research and development uses are largely prohibited. Non-conforming interim uses, including continued use of existing facilities, may be permitted by agreement with the State Lands Commission. TIDA and the State Lands Commission will establish the remaining useful life of the buildings and structures, provided that in no

case shall the useful life of any building or structure be deemed to extend less than 25 years or more than 40 years from the effective date of the Treasure Island Conversion Act of 1997. Maintenance and repair of non-conforming buildings is permitted, including code improvements and seismic upgrades provided that such work will not enlarge the footprint or size of the shell of such building or structure. The TI housing and Brig would fall into the category of non-conforming use and non-complying structure. The City has commenced discussions with the State Lands Commission regarding such non-conforming uses, including allowance for continued use of a portion of the existing housing on Treasure Island to meet homeless needs. New development for housing, general office, or for other non-conforming uses on TI, is prohibited under the Trust.

- Property held in Trust may not be conveyed to private ownership. Therefore, Treasure Island may be conveyed by the United States only to the Public Trustee. The Public Trustee may not reconvey title to any private party, but may enter into leases with private parties pursuant to the Trust.

- Revenue received by the Public Trustee from lands held in Trust must be used only for Trust purposes; construction of utilities, the ferry landing(s), shoreline stabilization (the dike), road improvements, trails, visitor destinations and accommodations and reinvestment in developing and managing Treasure Island would satisfy this requirement.

Planning Department and Planning Commission
Treasure Island/Yerba Buena Island Reuse Planning
1998-1999 Schedule of Tasks

- "Detailing Process"--Using the 1996 adopted Draft Reuse Plan as a framework, develop the details of land use and urban design parameters for the Islands.
- Public Review and Comment on the "Details".
- Review of the Draft Environmental Impact Report/Statement (EIR/S).
- Based on public comments received during the Detailing Process and information presented in the Draft EIR/S, conduct a Cost/Benefit Analysis of up to three land use/urban design development scenarios for the Islands.
- Public Review and Comment on the Cost/Benefit Analyses and selection of a Preferred Alternative (or variant).
- Prepare an Area Plan, underlying Zoning Controls and a Redevelopment Plan/Design for Development Document (implementation program) for the Islands.
- Certify the Final EIR; Adopt the Area Plan, Zoning Controls, General Plan Amendments, Redevelopment Plan and Design for Development document.

For further information about the planning process for civilian reuse of the Islands, please call Susana Montana of the San Francisco Planning Department at (415) 558-6313 or write her at 1660 Mission Street, 5th Floor, San Francisco, CA 94103.

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How would you program the reuse of Treasure Island and Yerba Buena Island, considering the following constraints:

- The soils condition and the need for shoreline stabilization (perimeter dike).
- The phasing of toxic materials remediation by the Navy.
- The need to replace all utilities.
- The need to build at least one, preferably two, ferry landings.
- The need to create off-peak hour destinations due to the level of traffic congestion on the Bridge.
- The land use limitations of the Tideland Trust.
- The strong desire to preserve and adaptively-reuse historic buildings.
- The strong desire to create an environmentally-sensitive, sustainable "village" setting.

What land uses and activities would you like to see on the Islands, and, on the attached map, please indicate where would you put them?

Tideland Trust permitted uses:

open space
recreation
wooded trails
hotels
amusement rides
museums
galleries, theaters, cinemas
playing fields
play grounds
fishing piers
marina
wind surfing
kayaking
restaurants
outdoor dining
housing on YBI
live/work on YBI
convention center
resort
dog run/play area
gymnasium
outdoor music concerts
indoor music concerts
ecology-related visitor destinations (eco-tourism) such as organic gardens and wetlands
maritime recreation
"Village" oriented commercial uses such as small grocery store, video store, Laundromat.
weddings, special parties and other special events
fire station, police station, medical station and other public services
job training and housing for the homeless (TIHDI)

Other uses

Proposed Use	Meets Tideland Trust Reqs. Yes/ No	Needs Ferry Access Yes/ No	Needs Perimeter Dike Yes/ No	Needs new utilities Yes/ No	Revenue Source: Property tax, user fees, sales tax	Rev. Source: Please state

If you cannot attend the April 4th planning session, please fill this out and mail to Susana Montana, Planning Department, 1660 Mission Street, San Francisco, CA 94103. Thank you.

Name: Address/Affiliation:

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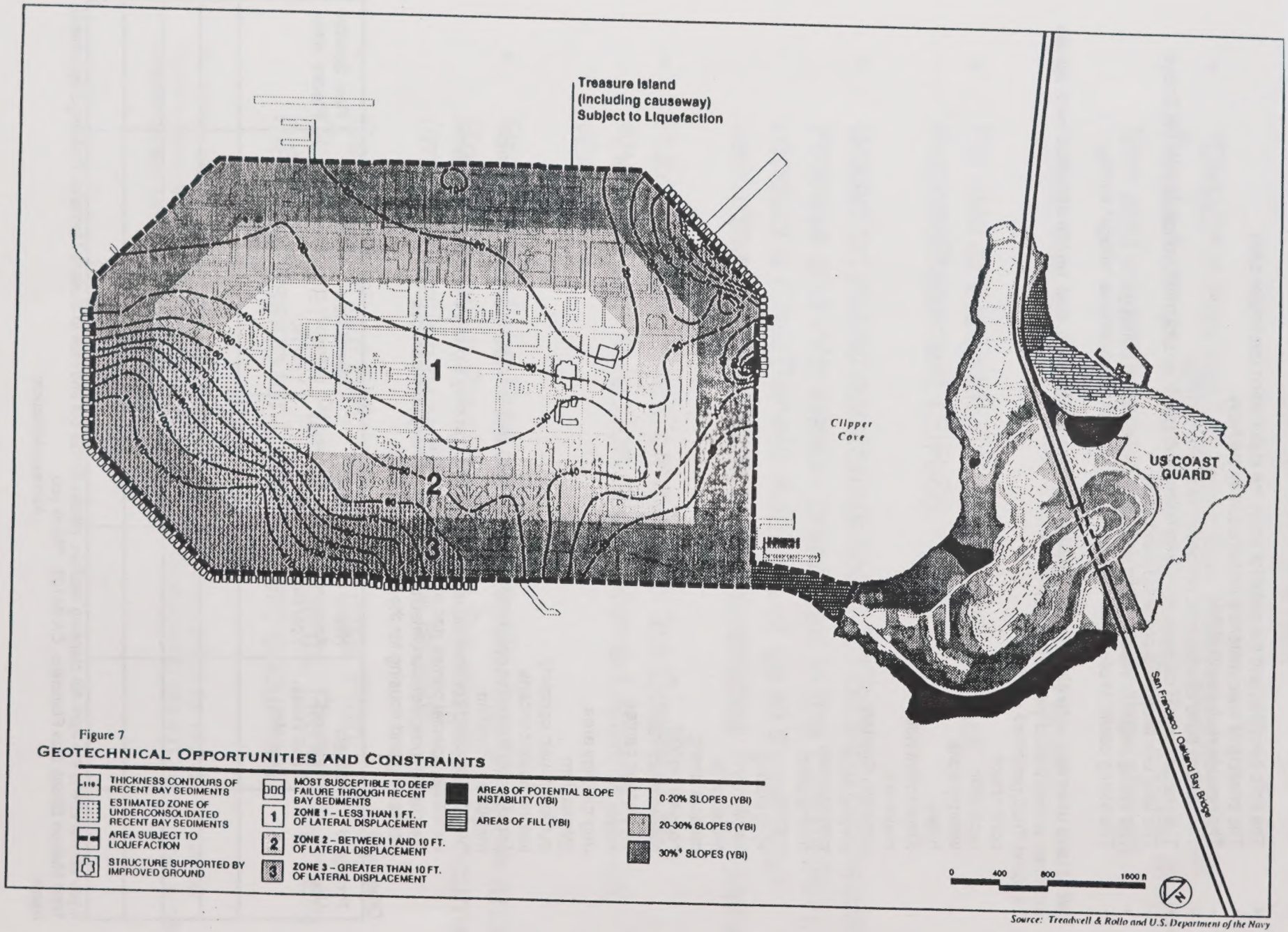
Treasure Island
(Including causeway)
Subject to Liquefaction
Clipper Cove
US COAST GUARD
San Francisco / Oakland Bay Bridge
1
2
3
0
400
800
1600 ft
N
THICKNESS CONTOURS OF RECENT BAY SEDIMENTS
ESTIMATED ZONE OF UNDERCONSOLIDATED RECENT BAY SEDIMENTS
AREA SUBJECT TO LIQUEFACTION
STRUCTURE SUPPORTED BY IMPROVED GROUND
MOST SUSCEPTIBLE TO DEEP FAILURE THROUGH RECENT BAY SEDIMENTS
ZONE 1 – LESS THAN 1 FT. OF LATERAL DISPLACEMENT
ZONE 2 – BETWEEN 1 AND 10 FT. OF LATERAL DISPLACEMENT
ZONE 3 – GREATER THAN 10 FT. OF LATERAL DISPLACEMENT
AREAS OF POTENTIAL SLOPE INSTABILITY (YBI)
AREAS OF FILL (YBI)
0-20% SLOPES (YBI)
20-30% SLOPES (YBI)
30%+ SLOPES (YBI)

Figure 7

GEOTECHNICAL OPPORTUNITIES AND CONSTRAINTS

Source: Treadwell & Rollo and U.S. Department of the Navy